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ABSTRACT

Amendments to the "Virginia Plan for Equal Opportunity in State-Supported Institutions of Higher Education," which were submitted to the U.S. Office for Civil Rights, are presented. Commitments of the state include: increasing the enrollment of black undergraduates at state colleges and at the traditionally white colleges, increasing the enrollment of white students at traditionally black colleges (TBIs), expanding the Virginia community college system outreach efforts to high schools, improving undergraduate and graduate student recruitment, improving student retention, completing a transfer guide for community college students, and sponsoring an annual conference for potential graduate students. A proposal for a Virginia Transfer Student Grant Program is described, along with the Commonwealth Faculty Exchange Program, Commonwealth Visiting Professorships, and recruitment initiatives for nonwhite faculty members. The enhancement of the TBIs and secondary school outreach programs and student admission and retention are also discussed. Educational reforms in the state, including early remedial education and greater emphasis on core academic subjects, are also identified. Appendices include data on black and white student enrollments by institution. (SW)

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1983 Amendments

Virginia Plan for Equal Opportunity

in

State-Supported Institutions of Higher Education

Submitted January 21, 1983

by

John T. Casteen, III
Secretary of Education
Commonwealth of Virginia

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Preface

The following amendments to The Virginia Plan for Equal Opportunity in State-Supported Institutions of Higher Education, as revised in 1978, are submitted to the Office for Civil Rights in response to a request addressed by Dewey E. Dodds, Director of the Region III Office for Civil Rights, to Virginia Secretary of Education John T. Casteen, III, on June 3, 1982. This submission evidences Virginia's determination to improve the 1978 Plan to ensure equal educational opportunity through educationally sound and realistic measures.

Due consideration of certain essential features of Virginia's system of higher education must underlie an effective plan. Among these essentials are the statutory autonomy of our state-supported colleges and universities, the distinctive natures of our two traditionally black institutions (TBI's), the authority of our General Assembly and of the several boards created by that body to govern our state-supported colleges and universities, and the relationship of secondary and post-secondary education.

Much of what follows derives from a program of educational reform and emphasis undertaken by Governor Robb when he came into office. These amendments proceed on the fundamental principles that one builds at each level of education for success in the next, that students make informed choices as to how they will progress through school and college only when the links between levels are clearly explained and only after appropriate classroom instruction and counseling, especially in secondary schools.

Educational and social conditions, in Virginia and throughout the nation, have changed during the years since the Virginia 1978 Plan was approved. Despite the statistical trends alleged in Mr. Dodds' letter of June 3, it must be observed that Virginia's success in implementing the 1978 Plan differs in no significant respect from experience in other states, and that the condition of equal opportunity in Virginia's state-supported colleges and universities differs in no significant respect from the national record. The current statistical trends are in no sense a product of a lack of good faith commitment on Virginia's part or on the parts of Virginia's educational agencies and institutions. Notably, OCR has made no claim to the contrary.

Access to and success in post-secondary studies have changed in recent years. Educational opportunity for black students (and for Hispanic American, blue collar, inner city, and rural

students) has not greatly improved in an era of quotas, goals, and other mechanisms intended to assure equality of access. National programs sponsored by the College Board, the Ford and Carnegie Foundations, and others attest a new climate of concern about the human costs of diminished emphasis on the traditional academic subjects in America's high schools.

These amendments have been developed over the course of six months in collaboration with specialists and practitioners in the field of education. They represent our best collective judgment as to steps that should succeed in light of changed circumstances since 1978. We do not believe that immediate or emergency solutions will reverse the statistical trends in Virginia in any efficient and meaningful way. Good solutions will address the essential nature of education.

We propose only the amendments stipulated herein. The elements of the 1978 Plan shall continue, except as superseded by these amendments.

We look forward to working with OCR and with the educational community in Virginia in implementing these amendments. We acknowledge and appreciate the assistance rendered us by the OCR staff while we developed these proposals.

General Initiatives to Improve Education

Background Statement

Virginia shares the concern of many educators that black students throughout the country have not gained as much educational ground in recent years as expected. Proportionally fewer black students than white students are reported to be graduating from high school, entering college, graduating from college, and entering graduate and professional schools.

Educational reform initiatives are widespread at this time, and Virginia has taken a prominent place in this movement. The Southern Regional Education Board's Task Force on Higher Education and the Schools, the College Board's EQuality Project, the U.S. Secretary of Education's call for a more rigorous approach to the academic basics, and sundry other initiatives reflect the recent realization that the nation must change its educational philosophy in order to achieve more positive results in our schools. In general, the formulators of these initiatives acknowledge the difficulties that confront black students in schools where substance, structure, and sequence have lost their rightful place.

Conditions have changed dramatically since 1978. Neither we nor OCR can predict the direction of change over the course of the next five years. What we can do, and will do as the Commonwealth's designated officials, is undertake every reasonable measure that will by realistic standards improve the statistical trends and at the same time ensure equal educational opportunity for all of Virginia's citizens. The following paragraphs describe efforts recently begun at the initiative of the Governor Charles S. Robb. They are evidence of the Commonwealth's commitment to improve educational opportunity for all of its students. The Governor has identified the pursuit of these initiatives, as well as the implementation of the more specific objectives described in these amendments, as priorities for the institutions of higher education during the 1984-86 biennium. Accordingly, the Governor will allocate resources to the institutions commensurate with their commitment to adopt and implement the objectives identified in this document. The attachment to these amendments includes materials from the Secretary of Education to the institutions outlining the Governor's priorities for 1984-1986.

Educational Reform in Virginia

Governor Charles S. Robb has set into motion a series of basic reforms in Virginia's schools and colleges. These reforms have been detailed at length in a series of major policy addresses, three of which are attached as an Appendix to this document. The essential features of these reforms include:

emphasis on early and effective remedial education in our public schools (an initiative funded in part by the 1982 General Assembly);

greater emphasis on the core academic subjects for all of our students, but especially for those who show promise of continuing their schooling (academic or vocational) after high school (also funded in part by the 1982 General Assembly);

greater clarity and pragmatism in college admissions standards with emphasis on telling students in advance what preparation is necessary to success in college and helping high schools promote programs of study that work (an initiative already addressed by several task forces of college and university faculties);

greater emphasis on effectiveness and quality in all college programs, with an eye toward improving graduation rates (initiatives undertaken by the Council of Higher Education);

a new emphasis on sound management in our colleges and universities;

adequate compensation for teachers and meaningful standards of competence for teachers (initiatives addressed in 1982 by both the General Assembly and the Board of Education);

and greater collegiality within education, and between education and the private sector, in support of joint educational and economic development.

Of particular importance with regard to the educational rights of black citizens are the following:

Increased emphasis on the academic basics. The Governor has pressed for a more complete high school program for all students. Over half of Virginia's high school graduates continue education after high school. Studies completed by the Tayloe Murphy Institute of the University of Virginia in connection with the 1978 Plan make clear that no more than half of those who go on have actually taken the recommended courses in high school.

The disparity between courses needed and courses taken is far greater for black students than for white students.

Revised standards for certification of teachers. The Board of Education, acting at the insistence of the General Assembly, revised its methods of certifying teachers in 1982. The new standards put greater emphasis on academic (as opposed to professional or method-based) training for new teachers, and on peer evaluations and review.

Revised standards for school accreditation. The State Superintendent of Public Instruction has proposed to the Board of Education a change from accreditation of schools on the basis of essentially physical standards (what a school is) to accreditation on the basis of educational quality (what a school does). The package of reforms includes provision for more and better courses in mathematics and science, subject areas in which black students have enrolled less often in recent years, and for a full-time attendance rule for all students except those excused by district superintendents. Like most states, Virginia has not required full-time enrollment in recent years. Consequently, many students choose to take less than a full load in the junior and senior years, and ultimately leave school without mastering the essential skills.

Expanded programs of collegial action within education. The Governor and Secretary of Education have promoted collaborative action to improve education. The Department of Education and Council of Higher Education have begun this year to sponsor special training sessions for secondary school guidance officers as well as seminars that bring together secondary school and college teachers and administrators in order to improve the information (including admissions and financial aid material) given to students from grade six through high school, to upgrade guidance services, and to make colleges and universities more responsive to the needs of high schools.

Publications programs. The Governor and Secretary of Education have begun developing new publications of a kind not previously available to students in American schools. Based on publications used in the schools of France, these publications will include a basic descriptive poster that will hang in every school room in the Commonwealth. This poster will show the broad pattern of education from pre-school through post-doctoral programs, with emphasis on how students can prepare at each level of education for success in the next. Related booklets will include one to be distributed to parents when new babies leave

the hospital and others aimed at students and their parents at each point when students make major choices of what to study. A piece now nearly ready for the press standardizes the links between community college course programs and those of the four-year colleges so that students can plan their lower division studies with full knowledge of the entrance and graduation requirements of the senior colleges and universities to which they will eventually transfer. Each publication will stress the collective responsibilities of parents and children, the links between study at each level of education and what comes after, ways to change choices made previously, financial aid, and support available to students with special needs or interests.

Taken together, the Commonwealth's commitment to expanded programs of collegial action and publications is intended to ensure that students and their parents have early access to educational and career choice materials. To assist in publicizing the availability of this information, the Council of Higher Education and the Board of Education will produce and disseminate public service television and radio advertisements intended not only to announce where and how to obtain the information, but also to stress the benefits of attending college.

To implement the commitment in 1983-1984, the Governor will request $125,000 for the two activities. At least this amount will be requested for each remaining year during the life of the Plan.

Undergraduate Students

Background

Recent years have seen redoubled efforts to recruit other-race students to Virginia's state-supported colleges and universities, particularly to the senior traditionally white institutions. To emphasize its commitment, the Commonwealth voluntarily agreed in 1978 to establish numerical objectives under which the state pledged a good faith effort to enroll additional black students with two primary intentions: to achieve parity for the system as a whole; and to eliminate or decrease considerably the disparity in black enrollment at the traditionally white institutions, taken as a whole. To achieve the second objective, each TWI committed itself to attempt to recruit a specified number of additional black first-time students by the last year of the 1978 Plan (1982-83).

The Commonwealth and the individual institutions have, since 1978, acted in good faith to eliminate the disparity for the system and to achieve the numerical objectives specified in the Plan for the TWI's. We have made progress, but slowly, in part because because the pool of black high school graduates who are prepared for admission to college has not been sufficient to allow the institutions to meet the numerical objectives. A 1980 study conducted for the Council of Higher Education by the Tayloe Murphy Institute at the University of Virginia revealed that only 26.8 percent of our black high school seniors were enrolled in college preparatory programs, while 43.2 percent of the white high school seniors were enrolled in the college preparatory track.

To remedy this situation, these amendments include several proposals to improve the preparation of black (and other) students at the secondary level and to make certain that all students, beginning at least at the middle school level, are better informed about college opportunities (including admissions requirements) prior to entering high school.

A second, continuing problem for the Commonwealth has been an inability to resolve with the Office for Civil Rights the specific method by which Virginia's progress toward enrolling additional black students at the traditionally white institutions is to be measured. The 1978 Plan concentrates on first-time students. Its numerical objectives were developed from a disparity calculated from base numbers that included first-time in-state and out-of-state freshman students. Yet the Office for

Civil Rights' Criteria, which were published about the time the Plan was completed, specified that the disparity was to be calculated on the basis of first-time, in-state freshmen and transfer students.

To measure accurately the progress of Virginia's TWI's, the Commonwealth adopts in these amendments the method specified in the Criteria, as published in the Federal Register, in revising the numerical objectives. This method entails counting only in-state freshmen and transfer students in calculating the disparities and in measuring the progress of the TWI's toward meeting their objectives.

The Commonwealth's Commitments

1. Increasing the Enrollment of Black Students in the Statewide Public System of Higher Education

> Criterion: For two-year and four-year undergraduate public higher education institutions in the state system, taken as a whole, the proportion of black high school graduates throughout the state who enter such institutions shall be at least equal to the proportion of white high school graduates throughout the state who enter such institutions.

Virginia re-affirms her commitment to the objective that for two-year and four-year undergraduate public higher education institutions in the state system, taken as a whole, the proportion of black high school graduates throughout the state who enter such institutions shall be at least equal to the proportion of white high school graduates who enter such institutions. In re-affirming this and other commitments in this section, the Commonwealth rejects accepting a "quota" for the system, for any group of institutions, or for any individual institution. Instead, the numerical objectives are established as evidence of Virginia's good faith intention to eliminate such disparities as may exist and as a means to measure progress toward ensuring equal opportunity for all citizens.

Virginia had 13,668 black high school graduates and 51,774 white graduates in 1978. In the Fall of 1978, as shown in Table 1, 4,292 black students and 20,749 white students enrolled as first-time freshmen in Virginia's state-supported colleges and universities. The proportion of white high school graduates who enrolled in the state-supported colleges and universities exceeded the proportion of black high school graduates who enrolled by 8.7 per cent. To reach parity in that year, the state-supported colleges and universities would have had to enroll an additional 1,185 black first-time students.

Through these amendments, the Commonwealth will attempt in good faith to eliminate any disparity for the system as a whole during the time covered by the revised Plan. The numerical objectives set later in this section for the traditionally white colleges and universities, taken as a whole, will assist the Commonwealth in meeting this goal. In addition, the Commonwealth will seek to eliminate the disparity by setting objectives for the two-year colleges.

In 1978, the two-year colleges enrolled 1,770 black freshman students to undergraduate study. This number was 41.2 per cent of the total number of black freshmen in the state-supported colleges and universities. Had the system enrolled enough black students to achieve parity in that year, the two-year colleges would have enrolled an additional 557 freshman black students. The Virginia Community College System and Richard Bland College will attempt during the term covered by these amendments to enroll an additional 557 black students. The numerical objectives for the individual community colleges and for Richard Bland College are displayed in Table 5.

2. Increasing the Enrollment of Black Students at the Traditionally White Institutions

Criterion: There shall be an annual increase, to be specified by the state system, in the proportion of black students in the traditionally white four-year undergraduate public higher education institutions in the state system taken as a whole and in each such institution; and the disparity between the proportion of black high school graduates and the proportion of white high school graduates entering traditionally white four-year undergraduate public higher education institutions in the state system [shall be reduced]. . . by at least fifty percent by the academic year 1985-1986. However, this shall not require [the] state to increase by that date black student admissions by more than 150 percent above the admissions for the academic year of 1978-1979.

The 1978 data reveal a disparity between the proportion of black and white seniors who graduated from Virginia's high schools and the proportion who enrolled as first-time students in the state-supported, four-year, traditionally white colleges and universities. The Commonwealth will attempt to increase annually the proportion of black Virginians enrolling in the state-supported, four-year, traditionally white colleges and universities as first-time freshmen and transfer students.

These colleges and universities had 1,092 "within state first-time freshmen and transfer enrollees" in 1978 (table 2). The pool of black high school and two-year college graduates in

that year was 14,284. The entrance rate for black students into the senior state-supported colleges and universities was 7.6 per cent. In the same year, these colleges and universities enrolled 16,510 first-time freshmen and transfer white enrollees when there were 56,876 white high school and two-year college graduates. The entrance rate for white students was 29 per cent. The difference in entrance rates between white and black students was 21.4 per cent.

To meet its objectives under the OCR Criteria, Virginia must eliminate at least one-half of the difference in the 1978 entrance rate (10.7 per cent) or enroll 150 per cent more black first-time freshmen and transfer students than were enrolled in the TWI's, taken as a whole, in 1978. Actual entrance rates vary from year to year. Accordingly, one cannot determine in advance the number of students necessary to reduce the difference by 10.7 per cent in the last year covered by these amendments (1985-1986). The Commonwealth will, however, attempt to eliminate at least one-half of the difference (10.7 per cent) by the end of the Plan, but with the stipulation that it will not be necessary for the Commonwealth to enroll more than 1,638 additional first-time freshmen and first-time transfer students in order to satisfy this particular criterion. The total number of students who must be enrolled in order to meet the objective in the last year of the Plan is 2,730.

The numerical objectives for each institution appear in Tables 3 and 4. The institutional objectives are based on (1) the number of within-state black first-time freshmen and first-time transfer students at each TWI in 1978, (2) the difference between the entrance rate of within-state black and white first-time freshmen and first-time transfer students at each institution, and (3) the actual number of within-state black first-time freshmen and first-time transfer students at each institution in 1982. Since parity exists for the entrance rate of black first-time freshmen and first-time transfer students at Christopher Newport College and Virginia Commonwealth University, the 1982 enrollment level for these institutions was held constant for the remaining years of the Plan. As a group, the other TWI's will attempt to accomplish 25 percent of the total objective in 1983, 35 percent in 1984, and 40 percent in 1985.

It is important to note here the potential difficulty that Virginia will face in order to achieve the stated objectives over a three-year period. According to recent research on Virginia's high school graduates, only 26.8 percent of the black high school graduates had been enrolled in the college-preparatory program. Many of the activities (the Better Information Project, revised standards for school accreditation, publications program, etc.) described in other sections of these amendments are designed to address this problem. Five years is a more realistic period of

time to increase the pool of students in high school who are prepared to move into college. Nonetheless, the traditionally white state-supported senior institutions will make a good faith effort to accomplish during the next three years the objectives set forth in these amendments.

To assist the state-supported colleges and universities in attracting and enrolling additional other-race, in-state, transfer students, the Commonwealth will establish a transfer students' scholarship program. This program will provide partial support for transfer students who graduate from the two-year institutions. The proposal is detailed in the Financial Aid section of these amendments.

The following understandings will be in effect during the years covered by these amendments:

a. 1978 data will be the base for the calculation of student enrollment disparities and the establishment of the numerical goals for the state-supported system as a whole and for any college or university or colleges or universities in it. The data to be used in determining disparities and in setting objectives for the state-supported system as a whole are "first-time freshman students within state only." The data to be used in determining disparities and setting numerical objectives for the TWI's, taken as a whole, are "first-time freshmen and transfer students within state only."

b. The Commonwealth's central objective is to eliminate the disparity in entrance rates for black students. The state will attempt to eliminate the entire disparity in the entrance rate of black students to the public system. For the TWI's, taken as a group, the Commonwealth may, by the last year of the Plan, eliminate one-half of the difference in the attendance rate between black and white students in 1978 (10.7 per cent). However, the maximum number of additional black "first-time freshmen and transfer students within state" to be enrolled by the TWI's, taken as a whole, in order to satisfy the appropriate criterion is 150 per cent greater than the number enrolled by these colleges and universities, taken as a group, in 1978.

c. In meeting the numerical objectives specified in these amendments, the colleges and universities may count first-time freshmen, regardless of when they graduated from high school, and (as appropriate) first-time transfer students from the two-year colleges, regardless of when they last attended the two-year college.

d. In assessing its annual progress, each college or university will be given credit for all unduplicated within-state, first-time freshmen and transfer students who enroll during either semester (or equivalent term) of the academic year.

The Council of Higher Education will collect data twice each year in order to measure annual progress. The yearly determination of Virginia's progress toward meeting the numerical goals in these amendments will be made in the August narrative report to OCR and not in the earlier data submission, which goes to OCR in February or March of each year.

e. In addition to unduplicated students who enroll throughout the regular session, a college or university may count, in the Fall semester, all in-state, first-time freshmen and transfer students who entered the institution during the summer term and who re-enrolled in the Fall.

f. These amendments will be in force for three years, beginning with the 1983-84 academic year and terminating with the conclusion of the 1985-1986 academic year. The three-year period, insisted upon by OCR, recognizes that real change takes time. Nonetheless, it may not provide sufficient time for Virginia's new educational initiatives significantly to increase the pool of black high school graduates eligible to enter college. In this interim period, therefore, the Commonwealth will focus on increasing transfer of black students from the two-year institutions.

g. Failure to meet a numerical objective shall not be prima facie evidence that the Commonwealth or any college or university has not acted in good faith to meet the objectives specified in this section.

3. Increasing the Enrollment of White Students at the Traditionally Black Institutions

Criterion: [Increase] the total number of white students attending traditionally black institutions.

The OCR Criteria indicate that "Increased participation by white students at traditionally black institutions must be a part of the process of desegregation of the statewide system of higher education." The 1978 Plan committed the Commonwealth to establish numerical objectives to increase white enrollment at the TBI's beginning in September 1979. Subsequently, OCR delayed implementation of this section until the two TBI's could begin to benefit from the state's efforts toward enhancement.

Because the 1978 Plan has been in effect for almost four years, during which time the state has provided significant funding to enhance the TBI's, the Commonwealth will now set initial numerical objectives for the enrollment of additional white students in the TBI's. The numerical objectives for white students at the TBI's are not final objectives, but interim

benchmark numbers. Additional objectives will be established as the institutions gain strength and attractiveness to all students through improved facilities and academic programs. The initial objective for the TBI's, taken together, will be 15.5 per cent of total first-time freshman and first-time transfer enrollment, a proportion comparable to the representation of black students at the TWI's.

The interim numerical objectives for each TBI in the last year covered by these amendments are shown in Table 6. The distribution between the two TBI's of the additional white students needed in that year was determined on the basis of 1978 enrollment rates, under which 63.2 percent of the white first-time students in the TBI's were at Norfolk State University and 36.8 percent were at Virginia State University.The objectives for each year covered by the amendments are presented in Table 7.

4. Expanding the Virginia Community College System Outreach Efforts to High Schools.

The Virginia Community College System continues to play a major role toward providing equal access to higher education for all students of the Commonwealth. In 1978, the VCCS enrolled 1,730 black first-time freshman students. This number was 40.3 per cent of the total number of black freshman students at the state-supported colleges and universities. The Virginia Community College System will attempt to enroll an additional 507 black freshman students by the 1985-1986 academic year (the final year covered by these amendments).

To help achieve the above commitment, the VCCS will implement an outreach program to the high schools in Virginia. The primary components of the outreach program are outlined below.

1. Admissions personnel of each college will visit every high school in its service area with a substantial number of black high school students.

2. Students and counselors of the high school (with a substantial number of black students) in the college service area will be invited to the college campuses for special tours.

3. Information on college programs, financial aid, and career opportunities will be made available to students, counselors, and parents of high school students (with a substantial number of black students) in the service area of the college.

5. Developing a Program to Assist in Recruiting and Retaining Students: The Virginia Student Transition Program.

The Commonwealth will establish, in the summer of 1983, a Virginia Student Transition Program at selected senior state-supported institutions. The purpose of the program is to provide tutoring, instruction in study methods, and counseling for black Virginia students who have been accepted as full-time freshmen or transfer students and who have anticipated or actual academic deficiencies.

Although each participating institution will determine the students to be selected for its program, the focus will be on students who might be regarded as "high risk" students for that institution. Typically, a "high risk" student for purposes of this program is one whose Scholastic Aptitude Test (SAT) scores are lower than the average for the particular institution, whose high school grades may be slightly less than a "B" average, and whose immediate family may be economically disadvantaged or have had no previous college experience.

Initial state funding will be requested for a pilot program involving approximately 200 entering students, 40 each at George Mason University, James Madison University, the University of Virginia, Virginia Polytechnic Institute and State University, and The College of William and Mary. The student recruitment plans of these institutions will provide details as to how each institution proposes to implement the program. The Council of Higher Education, which reviews the plans and monitors their implementation, will continuously review this program and will evaluate its success at the end of its first year of operation. The Council's Admissions and Articulation Advisory Committee, composed of the chief admissions officers of the institutions, will assist in the review of the program. If the program is judged to be successful, additional funding may be requested to extend the program to other senior institutions which might wish to participate.

The Governor will request $200,000 for the operation of the program in 1983 and at least that amount, depending on the number of institutions participating in the program, for each remaining year of the Plan.

Because the state funds provided will be used solely for the operation of the program, the participating institutions will be encouraged to make available summer work-study opportunities for the students. In this way, the students will be able to compensate, in part, for any lost summer earnings and also be able to meet the student self-help expectation required of students applying for institutional financial aid for the academic year.

6. Assisting Institutions to Improve Their Student Recruitment and Retention Techniques: The Fund to Improve Student Recruitment and Retention.

The Council of Higher Education currently administers a Funds for Excellence Program under which the state-supported institutions seek special assistance for particular programs which are already judged to be of high quality or which have the potential for excellence. The funds are competitively awarded to the institutions, which submit proposals detailing how the use of such funds will enhance their programs.

The Governor will request special funding to establish a subprogram under the Funds for Excellence Program to encourage the institutions to put into operation imaginative and innovative student recruitment and retention programs. Although the institutions are heavily engaged in both activities at the present time, the limited state resources do not afford a broad opportunity for them to test new and different ways to attract and retain students, especially minority students, in the state system. The establishment of this subprogram will enable each institution to draw upon its collective knowledge and wisdom to prepare and submit proposals which offer alternative solutions to these problems. The ideas judged to be best can then be tested and the results shared with all of the state-supported institutions.

To initiate the program in the 1983-1984 academic year, the Governor will request $200,000. At least that amount will be requested for each remaining year of the life of the Plan. The institutions, in their student recruitment plans, will be asked to commit to participate in the program.

As part of its responsibility in administering the program, the Council will widely publicize the program at the institutions in order that faculty and staff who might have innovative recruitment and retention ideas will be encouraged to develop proposals. In addition, the Council will annually sponsor a dissemination conference at which the proposals which are funded, and the results of their implementation, may be discussed by officials from all of the institutions.

If, after funding proposals under this program in any given year, the Council determines that additional, unallocated funds remain, the Secretary of Education will approve the transfer of those funds to other programs under the Plan.

7. Holding a Conference on White Faculty and Black Students

The State Council of Higher Education and the Center for Improving Teacher Effectiveness (CITE) of Virginia Commonwealth

University will co-sponsor a conference during March, 1983. Three assumptions underlie the conference. First, faculty must become cognizant of their own race-related assumptions before they can teach black students more effectively. Second, faculty must be willing to treat race-related subject matter in appropriate courses frankly and directly. Third, if white faculty agree to help each other address racial issues, they are more likely to be successful teachers. The participation of key institutional faculty, particularly full-time senior faculty who are opinion leaders on campus and who have a personal commitment to the subject, will be sought. Institutions will be asked to send teams of two white faculty so that they can help each other implement the suggestions made in the conference. Such collaborative efforts to improve teaching will, we believe, lead to greater retention of black students.

8. Completing a Transfer Guide for Virginia Community College System Students.

Virginia higher education will publish a statewide guide of transfer policies between community colleges and senior institutions. The guide will contain (1) a description of the policies and procedures governing student transfer, (2) the Virginia Community College System degree programs accepted to transfer by each of the senior institutions, and (3) a listing of the VCCS courses accepted by each of the senior institutions. Publication will be in the Spring of 1983, with broad distribution primarily through community colleges.

9. Setting a Statewide Workshop on Student Retention.

A statewide workshop on student retention at Virginia's colleges and universities will be sponsored by the Council of Higher Education during the Fall of 1983. The workshop will develop an institutional model for student retention and will serve as a forum for the exchange student retention information among institutional representatives. Dr. Peggy Richmond, President of Research and Evaluation Associates, will assist the Council staff in planning the workshop. Dr. Richmond's assistance will be made available under a grant from the Office for Civil Rights. The initial planning will be conducted in February 1983.

Graduate Student Enrollments

Background Statement

Black students are disproportionally represented in virtually all graduate disciplines, with concentrations in education and certain social sciences, but severe disparities in most professional disciplines and particularly in the high demand disciplines of law, medicine, and business administration. In the core academic areas, black candidates for the Ph.D. are rare. By most reports, they are rarer now than they were in the past. These conditions are not peculiar to Virginia. Indeed, they persist throughout the nation, and they figure largely in current national efforts to improve higher education's performance with regard to the progress of non-white students.

The Commonwealth's Commitments

1. Retention Study. Before July 1, 1983, the Council of Higher Education will complete its on-going study of graduate enrollment and retention rates in all state-supported colleges and universities, and share the results with OCR.

2. Goals and Timetables. Within 30 days following the acceptance by OCR of these amendments, the Secretary will submit goals and timetables by which to gauge progress in removing the numerical disparities in graduate student bodies. These goals and timetables will conform to the graduate disciplines identified by OCR in the Plan.

3. Statewide Graduate Recruitment Program. The Governor will request $100,000 from the 1983 General Assembly to implement a comprehensive plan for the recruitment of students into graduate programs. The plan which will be developed before July 1, 1983 will include the following major activities:

   a. the preparation and publication of a statewide guide to graduate education containing a detailed description of all graduate programs. It will be mailed to all third-year undergraduates in Virginia's colleges and universities by November 1, 1983;

b. the preparation of a companion publication to be mailed to all fourth-year undergraduates in Virginia's colleges and universities by March 1, 1984;

c. the sponsorship of local programs of information for undergraduate students and others interested in pursuing graduate work at each of Virginia's public senior colleges and universities; and

d. the implementation of efforts by the public senior colleges to promote close relations between graduate programs and departments offering related undergraduate majors.

The Governor will include appropriate funding in the 1984-1986 biennial budget to implement the plan. The Council of Higher Education will evaluate the plan and inform the Office for Civil Rights of the progress in the annual report.

4. Summer Programs. The Governor will include in the 1984-1986 biennial budget sufficient funds to double the number of student participants in the existing summer program for minority Virginians and to initiate an analogous program in the TBI's. This step will bring the total annual enrollment to 54 minority students in the summer program for the TWI's and to a comparable number in the program for the TBI's. The existing program, which the Council of Higher Education coordinates, enriches students' academic experience by placing them in courses at one of the comprehensive state-supported universities for one summer term. In excess of 50 per cent of previous participants have subsequently enrolled in graduate programs in the state-supported universities.

5. Conference for Potential Graduate Students. The Council of Higher Education will collaborate with the colleges and universities to sponsor an annual conference. (The Council has sponsored a similar program for some five years and will now increase its size.) This gathering will acquaint potential graduate students with available programs; provide information about careers in higher education in Virginia; and explain graduate school admission and financial aid procedures. This program will seek to attract at least 400 potential minority graduate students each year, with participants recruited from all state-supported colleges and universities. In addition, the Council will invite students from Virginia's private colleges to attend. The Governor will request $14,000 in 1983-1984 and a comparable amount in each year of the 1984-1986 biennial budget for this activity.

Financial Aid

The educational initiatives recently proposed by Governor Robb should result, within a three to five-year period, in a significantly increased number of black secondary students who are prepared to enter Virginia's state-supported colleges and universities. As these initiatives develop, however, Virginia will rely on improved articulation efforts between the two-year and four-year institutions in order to enroll the additional students necessary to meet the numerical objectives specified in these amendments.

Virginia has long recognized the importance of student financial aid as an essential equalizer of opportunity. (The term equalizer has been, in fact, prominently applied to the Commonwealth's entire system of higher education by former Governor Mills Godwin.) With regard to equality of opportunity, the Commonwealth acknowledges the uncommon success achieved by states or institutions that have targeted aid specifically for populations whose needs are clearly documented and whose preparation for further study attests their readiness to progress. At the request of the 1982 General Assembly, the Council of Higher Education has completed a study of the state student financial aid programs available to Virginia students. The Council has recommended modifications in the major state aid programs and proposed the establishment of additional grant and student employment programs. The Council's financial aid proposals will be important for all students and will be a crucial element in the Commonwealth's efforts to enroll additional black students.

In view of the critical short-term emphasis to be placed in this revised plan on the transfer of additional black graduates from the two-year to the four-year TWI's, the Governor will support a new program of financial assistance for these students. A description of the proposed program follows.

The Virginia Transfer Student Grant Program

The program will be open on entry into a TWI to any black graduate from an A.A. or A.S. program in a two-year state-supported college. However, to be eligible for consideration for an award, the student must have a minimum two-year college

grade-point average (as of the beginning of the student's second quarter of the sophomore year, for enrolled students, or at the time of graduation, for students who have already graduated) of 2.50 (out of 4.0) and must, in addition, have demonstrated financial need. For purposes of this section of the amendments, a student who has accumulated credits sufficient for graduation from a two-year state-supported college and who has the stipulated grade-point average will be eligible for an award.

Currently, approximately one-half (about 300 students) of all black two-year graduates are annually transferring to the senior institutions. This program should not only increase that percentage but should result in more black students obtaining their two-year degrees and considering work on a baccalaureate degree.

The program will be evaluated in the third year of its operation in order to determine its effectiveness.

The cost of this program is $500,000 the first year, $1,100,000 the second year, and $1,300,000 the third year. This funding will provide for no less than 500 new grants in each year of the program's existence. The number of renewal grants in any year will depend on the number of eligible students continuing into their senior year. To ensure that a recipient of an award receives the grant, the institutions will include it as the first award (after the federal Pell Grant, if any) in the individual student's package of aid.

Approximately 80 per cent of the funds appropriated in a fiscal year will be distributed to the 24 two-year institutions. The Virginia Community College System Office will determine the allocation for each of its institutions, based on the proportion of black graduates from each institution. The remaining funds will be retained by the Council of Higher Education, the administering agency, to make awards to graduates of two-year institutions, or the equivalent, who are no longer enrolled at the institutions. All of the funds appropriated for the program will be used to make awards to students.

The Council will publicize the availability of the program in the media and at the two-year institutions. In addition, the Council will contact black social and civic groups and Chambers of Commerce to inform them about the program. The Council will use its Admissions and Articulation Advisory Committee to assist in administering the program and in selecting recipients for the program who are not currently enrolled in college. The Committee will also assist any students having difficulty transferring to a senior institution to find an appropriate institution.

Special Incentives to Increase White Enrollment in the TBI's

Despite the Commonwealth's enhancement appropriations, the TBI's have had difficulty enrolling additional white students. With the establishment of numerical objectives, the TBI's will need financial aid funds designated for white students. This program will target transfer students and provide partial support for both the junior and the senior years. The awards will be $1,000 per student per year. Recipients will be permitted to enter the TBI's from either two-year or four-year TWI's. Otherwise the requirements for receiving an award will be the same as for black students who receive awards to transfer from the two-year institutions to the TWI's.

The schedule of availability of these awards will be: first year--Norfolk State University, 20, Virginia State, 15; second year--Norfolk State University, 30, Virginia State University, 20; third year--Norfolk State University, 44, Virginia State University, 26. The total cost of the program will be $35,000 the first year; $85,000 the second year; and $120,000 the third year. The funds for the program will represent new dollars for financial aid.

The Council of Higher Education will monitor the institutions' administration of the transfer programs and will issue guidelines for this operation.

Faculties

Background

Several factors are commonly cited to explain the slow rate of progress in building larger cohorts of black faculty across the country:

a nationwide decrease in rates of entry of black students into graduate programs in most disciplines;

competition with other kinds of employment, especially business and industry, for new faculty members chosen from a diminishing pool of applicants;

disproportional concentrations of black graduate students in certain disciplines (e.g., education) to the detriment of others;

feelings of isolation experienced by faculty and students in other-race institutions;

Regardless of causes that may vary from one locality or individual to another, certain key indicators detail the availability of applicants and the success of institutions that seek other-race faculty:

who actually enters, progresses through, and graduates from graduate schools in which disciplines;

how effectively institutions support probationary faculty members while they prepare for tenure decisions;

who fills the most prestigious positions within a department or on a campus;

how extensively faculty members know and respect the work of professors in related fields in other-race institutions.

These amendments include initiatives that have to do directly with faculty employment, promotion, and tenure and also that have to do with recruitment into graduate programs and support for graduate students.

The Commonwealth's Commitments

On OCR's approval of these amendments, the Secretary of Education will take the following initiatives:

1. The Commonwealth Faculty Exchange Program. The Secretary will initiate a short-term program to increase the number of other-race faculty in state-supported colleges and universities. The term "other race" refers to black faculty at the TWI's and white faculty at the TBI's. The planning for the program will be completed prior to July 1, 1983 so that the program can be implemented when funds become available. The major steps of the program are as follows:

a. The Secretary will establish a clearinghouse to receive and process applications for five sponsored faculty exchanges in 1983-1984 and 15 each year thereafter for the life of the Plan.

b. A brochure to announce and describe the program will be distributed to the state-supported institutions of higher education.

c. Policies and procedures describing the standards for the terms of service, salary supplementation, relocation allowances, faculty privileges, and other relevant information will be developed.

d. An average award of $5,000 and a relocation allowance of up to $2,500 will be granted to each recipient. In receiving the salary supplement, the recipient will provide consultative services to the Secretary of Education and the institution in the areas of faculty and program development.

e. The exchange will be for one year but is renewable. The exchanges will be targeted toward the program development of the TBI's.

f. An advisory committee consisting of institutional representatives will monitor the program.

The Secretary will monitor the program to ascertain that the persons exchanged between TBI's and TWI's are bona fide faculty members, that each institution promotes the program properly, and that each institution offers appropriate amenities for exchanged faculty members. The estimated cost of this program is $37,500 for the 1983-1984 academic year and $112,500 for the subsequent years during the life of the plan. The Governor will include funding in the biennial budget.

2. The Commonwealth Visiting Professorships, for senior faculty. The Secretary will develop a program of visiting professorships, each for a term of no less than one academic year and no more than two academic years. This program, which will seek qualified other-race professors nationally, will be designed to attract nationally distinguished, professionally established other-race faculty by offering superior salaries, reduced teaching loads, and funded research time for up to two academic years. The Commonwealth will establish a pool of 10 senior professorships in the care of the Secretary of Education, with salaries fixed at a level competitive with the market. Recipient colleges and universities will be obligated on receiving a Commonwealth Visiting Professor to initiate discussion of a possible permanent appointment at a senior rank. On successful completion of negotiations, Commonwealth Visiting Professors will become members of the host faculty, and host institutions will assume responsibility for their salaries and duties. The estimated cost of this program is $500,000 each year. The Governor will include funding in the 1984-1986 biennial budget. A brochure and a set of policies and procedures will be developed for the operation of this program.

3. The Commonwealth Faculty Development Program. The Secretary of Education will develop a long-range program to enhance the careers of faculty members in the TBI's. Research leaves, educational leaves, and relief from customary teaching duties for periods of up to three years will be funded for faculty members who may or may not hold terminal degrees. This program is primarily intended to assist the TBI's to develop the academic programs identified for enhancement and for future development. However, faculty from other, more established programs may also participate as resources permit. The Secretary will oversee this program, the estimated cost of which will be $120,000 in 1983-1984 and $250,000 each year of the 1984-1986 biennium.

4. Recruitment Initiatives. The Secretary will establish an ongoing national effort to identify non-white faculty members for academic appointments at the TWI's. The national effort will have several emphases. First, the Secretary of Education will request assistance from the Southern Regional Education Board and other consultative resources in identifying the pool of other-race faculty members in hard-to-locate disciplines. Second, Council of Higher Education staff will visit conferences, conventions, workshops, and seminars which are likely to attract large numbers of black faculty. The Council staff will provide the faculty who may be potential candidates for re-location in Virginia with a brochure describing the basic characteristics of Virginia's system of higher education and with other information which may

be helpful in attracting the faculty to the Commonwealth. Council staff will then put prospective candidates in touch with institutional officials who have appropriate faculty vacancies.

The Secretary or the Director of the Council of Higher Education will write to the deans of major institutions with large numbers of black graduate students to notify them of Virginia's interest in recruiting black faculty. Through this means, the state-supported colleges and universities can establish early contact with larger numbers of potential faculty. Students who are referred to the Secretary or the Director by this means will be provided the information described above and placed in contact with appropriate officials at Virginia institutions.

Finally, Virginia institutions will advertise faculty vacancies in national media that are targeted to black professionals.

The administration of this program, as with the three faculty recruitment and development programs, will be coordinated with the advice and assistance of the Council's Instructional Programs Advisory Committee (IPAC), the committee of chief academic officers of Virginia's state-supported institutions.

The Governor will request $75,000 for the implementation of recruitment initiatives in 1983-1984. At least this amount will be requested for each remaining year during the life of the Plan.

5. Non-retention Study.

A detailed study of other-race faculty retention, non-retention, promotion, and tenure in state-supported institutions will be conducted by a committee consisting of representatives of the Council of Higher Education, the Department of Personnel and Training, and institutional officials.

The study will begin not later than February 27, 1983, and will be completed prior to July 1, 1983. On the basis of the findings, the Secretary will develop such other initiatives as may be appropriate. The estimated cost of the study is $2,500 for the 1983-1984 academic year.

Enhancement of the TBI's

Note: This section has two parts: a general discussion of enhancement of the traditional black institutions; and a more detailed section having to do with programs in support of secondary school outreach, admission of students, and retention.

Background Statement

The 1978 revision to the Plan calls for state action to enhance the two TBI's. The Commonwealth has acted in several ways to accomplish this goal. Most notably, the General Assembly has appropriated in excess of $25,000,000 to underwrite the cost of new construction, of renovation of existing facilities, of capital outlays of other kinds, and of the one-time expenses incurred when new academic programs are established. In addition, the General Assembly has appropriated 104 per cent of the established funding guidelines in support of the operating budget at Virginia State University and 97 per cent at Norfolk State University for 1980-1982, years when other institutions received only 93% of guidelines. In the current fiscal year, when allotments from appropriations have been reduced by 5 per cent because state revenues are not keeping pace with the projections on which the budget was based, the Governor has explicitly excluded the enhancement items and affirmative action programs from the reduction.

The two TBI's differ in essential ways. They do not require the same or even analogous approaches. Norfolk State has received more favorable reports from its auditors in recent years. Virginia State has a broadly developed faculty and plant, and the evidence indisputably suggests that Virginia State will require enhancement of its financial and managerial systems as a precondition to additional academic or programmatic enhancements. Development of a management structure able to make effective use of enhanced resources is at this time a necessary precondition to continued funding of Virginia State at a preferred level. In the absence of improved management, the university is unlikely to make meaningful progress toward enhancement regardless of the level of state support.

Both TBI's express the desire to have their roles in Virginia's system of higher education defined with greater clarity. The Commonwealth supports this desire. Virginia's state-supported colleges and universities monitor their own mission statements constantly and offer programs in support of

these statements, and the Council of Higher Education reviews and approves or disapproves requests for new academic programs and for changes in mission statements.

Neither TBI is currently authorized to grant doctoral degrees. Neither is currently requesting of the Council permission to modify its mission statement to permit doctoral programs. Yet both have at various times expressed these desires, and either may be able in a short time to build its library and other resources to satisfy the accreditation requirements for doctoral programs. And either may be able to develop doctoral programs that will serve useful functions within the Commonwealth.

At the same time, colleges and universities have missions other than to offer degrees, and leaders of both TBI's have described enhancements that may support more extensive community service and outreach programs. Both TBI's believe that secondary education has deteriorated in their immediate communities; both report that they have had in recent years to develop larger programs of remedial or high school instruction in order to deal with deficiencies that used to be addressed by the high schools. Each has in recent weeks shared with the Secretary plans for intensified efforts to improve local high schools and to achieve greater effectiveness in campus remedial programs. Each has attempted in its own way to improve cohort progression and graduation rates, which have dropped below those reported by virtually all of Virginia's TWI's.

Both report local needs for business consulting, consumer services, in-service and other kinds of advanced, continuing training for professional persons (accountants, insurance professionals, and so on), and for other services by which the TBI's can grow in stature in the community and the community itself can gain needed cultural and economic strength. (Such services permit the institution to build community service on existing academic strength while also building future academic programs on the practical experience gained by faculty in the outreach activity.)

The Commonwealth's Commitments

1. The Commonwealth, in cooperation with Virginia State University, recently completed a management study of that institution. On OCR's approving these amendments, the Secretary will:

a. advise OCR and the General Assembly of the outcomes of this survey;

b. request at least $1,200,000 during the life of the Plan for additional personnel, training, and (where indicated)

automated support for financial control and central administration in order to rectify the problems identified in the management study.

In addition, upon approval of these amendments, the Secretary will:

a. monitor expenditure of substantial sums for capital improvements at the TBI's. [For the 1982-1984 biennium, Norfolk State University received $4,665,000 to construct an Administration Building and $2,000,000 to renovate G.W.C. Brown Hall; other capital outlay items bring the total 1982-1984 appropriation to $8,144,520 for Norfolk State University. Virginia State University received $6,502,100 to renovate and add to the Hunter-McDaniel Building, $1,053,200 to renovate Singleton Hall, and $1,149,700 to renovate Johnston Memorial Hospital; other capital outlay items bring the total 1982-1984 appropriation to $11,924,670 for Virginia State University. Because the Commonwealth encountered severe financial constraints following the appropriation of funds for 1982-1984, the Governor found it necessary in October, 1982, to put a hold on all capital outlay projects not yet underway or out for bid. Reappropriations, including $4,044,000 reappropriated in 1982 as an element of Item C-245 (originally the 1980 capital outlay appropriation for construction and renovation of Hunter-McDaniel Hall at Virginia State), were not covered by the freeze. Nor were projects put to bid or begun prior to the effective date for the freeze. Nonetheless, sundry projects at the two TBI's were affected by this freeze. The Governor will submit a budget amendment to lift the freeze on the funds for Brown Hall at Norfolk State and will also release the new funds appropriated in 1982 for Hunter-McDaniel. This action is taken as a good faith gesture on the part of the Commonwealth and in recognition that the facilities are necessary to support the academic programs to be enhanced under these amendments. The Governor will release other capital projects as the Commonwealth's fiscal condition may permit];

b. monitor expenditure of substantial sums for enhancement of academic programs in 1982-1984 [$1,693,500 appropriated to Virginia State University and $1,271,500 appropriated to Norfolk State University. The two TBI's will revise their plans for the use of their curriculum enhancement funds in 1982-1984 to focus on strengthening those programs identified for enhancement. The programs include business and nursing (at Norfolk State University) and nursing, engineering technology, and business (at Virginia State University). Beginning in 1984-1985, the Governor will request that Norfolk State University receive additional enhancement funds for baccalaureate programs in management information systems and medical records management. All available enhancement funds in 1983-1984 will be directed toward

accomplishing the following goals: the accreditation of the business program and the enrollment of substantial numbers of additional white students in both programs identified for enhancement at Norfolk State University; and the accreditation of the business and nursing programs, as well as the enrollment of substantial numbers of additional white students, in all three programs identified for enhancement at Virginia State University. In 1984-1986, the funds at Norfolk State University will also be used for the management information systems and medical records management programs];

c. include in the Governor's 1984-1986 budget $3,971,300 to complete renovation of Brown Hall at Norfolk State University and $2,443,000 to renovate Colson Hall at Virginia State University; [completion of Brown Hall will provide quality classroom, laboratory, and faculty office space, with improvements in heating, cooling, plumbing, and electrical systems; renovation of Colson Hall will provide quality classroom and faculty office space, with upgraded utility, heating, and ventilation systems and structural changes, for the School of Humanities and Social Sciences, which will occupy this structure following the removal of the Chemistry and Geology Departments to the renovated and expanded Hunter-McDaniel Hall]. The Governor's 1984-1986 budget recommendations for the two TBI's will also contain funds, in approximately the same amounts appropriated for 1982-1984, to continue the enhancement of the programs identified in these amendments. In addition, the Governor will request funds to improve the library collections at these institutions in the program areas which are being enhanced, particularly those which are being upgraded to meet accreditation or other appropriate standards.

d. commit that Virginia State University and Norfolk State University by 1985-86 will have facilities for all their programs that at least meet state planning space guidelines and are at least adequate for the needs of the programs. The Governor will take such steps as necessary to request funds for renovations necessary to accomplish this.

2. The Secretary will ask the Council of Higher Education, which has statutory authority to approve requests for new academic programs, to provide assistance to the TBI's as they develop proposals for academic programs that show promise of enhancing them by attracting other-race students. The Secretary will also ask the Council to identify low demand, low productivity programs at the TBI's in order for the institutions to re-allocate the resources from such programs to those programs which are to be enhanced under these amendments. In addition, the Secretary will ask faculty and officials at appropriate TWI's to provide assistance to the TBI's in developing effective pre-medical, pre-legal, and pre-graduate business counseling

programs. By March 27, 1983, the Secretary (or the Council of Higher Education) will develop with Norfolk State University and Virginia State University a plan for the use of the program enhancement funds to ensure that these programs, by 1985-86, will meet accreditation standards in terms of faculty, facilities, and other material resources.

3. Norfolk State University will investigate the possibility of requesting federal funds, under the Title III (Aid to Developing Institutions) Program, to support its effort to obtain accreditation of its business program.

4. The Secretary will invite the TBI's to submit proposals for state funding of outreach programs built on strengths already present in the faculties and designed to meet demonstrated local needs. Outreach programs will be encouraged especially in areas where the TBI's can build on existing academic strength in order to enhance their standings in the community, including but not restricted to in-service education and other services to be rendered to public school teachers and support personnel, improvement of guidance services for middle and high school students, assistance to be rendered to small businesses, and continuing education for licensed professionals in sundry fields. The Governor will include funding to support appropriate outreach programs in the 1984-1986 biennial budget.

5. With Virginia State and Virginia Polytechnic Institute, the Secretary will develop plans for a joint cooperative extension program. On receiving an acceptable request for funding a joint program, the Governor will include such funds in the 1984-1986 biennial budget. The Secretary will request the two institutions to submit a draft plan for a joint program by July 1, 1983.

6. With regard to all specified enhancement activities, the Secretary will report regularly to OCR on progress.

7. The Council of Higher Education will monitor expenditures to ascertain that the institutions have discharged their responsibility for the proper use of enhancement funds.

Admissions Enhancements

Background Statement

One major obstacle to enhancement of the TBI's has been the absence of state-of-the-art admissions operations. Salaries paid senior admissions officers need to be brought to the level of those paid in the TWI's. Professional and classified staffs need to be made large enough to perform the vital functions of cultivating contacts with high schools, marketing the universities, counseling students, and linking admissions policy to campus academic policy. Machine support for admissions marketing and follow-up (word processing, functional data processing, with effective inquiry systems and capability to perform validity studies and to generate data of use to academic advisors) needs to be developed.

Institutional budgets for printing, mailing, and travel will need to be increased to the level of those provided in the TWI's. The TBI's need to arrange for staff training, for ongoing improvement of management, and even for attendance at state, regional, and national meetings of professional societies.

In one recent year, the admissions staff of one TBI was unable to secure funds from the central university administration to print applications for distribution in the fall, and subsequently unable to secure funds for postage to mail the applications when once they were printed. Neither office has access to functional word-processing equipment or the expertise to use such equipment, which is commonly available to the admissions offices of the TWI's. Neither TBI admissions office has a large enough staff to place an admissions officer in every Virginia College Day/Night Program. Consequently, the TBI's admissions message reaches only part of the Virginia high school population. In certain instances, individual admissions officers have paid personally for the TBI's to belong to the national organizations (the College Board, and the like) that provide professional support for admissions offices.

The cost of these deficiencies is threefold: The TBI's are less effective at delivering their message to high schools and at influencing high schools to promote courses of study that will prepare students for success after high school than are TWI's that make admissions effectiveness a top priority. The TBI's are less effective in the competition for students and especially for top students because fewer students know about them and fewer receive the kind of cultivation that marks the operations of the

most successful TWI admissions offices. Students enrolled in the TBI's do not benefit by the kind of perpetual scrutiny of student performance and success that occurs in properly funded and managed admissions offices.

The Commonwealth's Commitments

On OCR's approving these amendments, the Secretary will convene an expert team of admissions professionals from outside Virginia. This team will work with the Secretary and the Council of Higher Education to review operations in the TBI admissions offices, and to propose specific enhancements addressing at least these issues:

professional and classified staffing levels required for expanded operations;

realistic salary levels for professionals at each level within the office;

word and data processing needs, including budget commitments necessary to support effective outreach programs and validity research programs;

adequate budgets for printing, mailing, travel, and periodic consulting services;

continuing needs for staff training and professional development, including summer courses, membership in and attendance at meetings and training programs of relevant professional associations.

On receiving the team's report, which will be completed by July 1, 1983, the Secretary of Education will invite the presidents of the TBI's to develop comprehensive plans for enhancement of the admissions and related operations in the TBI's. The cost of this program is estimated at $250,000 each year. Up to $10,000 will be used in each year for consultative services. The Governor will request funding for 1983-1984 and for each year of the 1984-1986 biennium. The Council will examine actual admissions budgets, staff lists, and annual reports to ascertain that the positions and dollars are used in admissions and are in addition to present expenditures for that purpose.

Biracial Consulting Committee

Background Statement

The Commonwealth recognizes the value of an independent committee charged with monitoring progress and proposing alternative solutions to problems. Such a committee ought properly to bring to its charge expertise and commitment, and ought to enjoy direct access to the Secretary, Council staff, and Governor. The "biracial citizens advisory/monitoring committee" will be reestablished to provide more effective guidance. The current committee's size (thirty members) and essential dependence on requests for assistance from third parties limits its effectiveness.

The Commonwealth's Commitment

On OCR's approving these amendments, the Secretary will assemble an ad hoc committee of citizens and educators to identify nationally a group of seven-to-ten leaders who have demonstrated success in doing what the Plan seeks to do. The Secretary will invite them to join a newly constituted Biracial Consulting Committee, and to make their services available as paid, expert consultants to the public schools and to the state-supported colleges and universities as they seek to implement the Plan. The Secretary will prepare a plan to assemble this Committee, to compensate members for their consultative services, and to broker their services to the public schools and to the state-supported colleges and universities. The Governor will include sufficient funding in the next following biennial budget.

Action to Be Requested of the State-Supported Colleges and Universities

On OCR's approving these amendments, the Secretary of Education will ask each state-supported college and university, including the colleges of the Virginia Community College system, to develop revised student and faculty recruitment plans. The plans will include (but not necessarily be restricted to) (1) elaboration of the methods by which the state-supported colleges and universities will attempt to meet their goals for recruitment of other-race students and faculty members and (2) a commitment to participate actively in the programs established by these amendments. The student plans will be submitted within 30 days following OCR's acceptance of the amendments, while the faculty plans will be due within 60 days. The Council of Higher Education will provide guidelines for the plans. The student guidelines are included in the attachments to this document.

As part of their student recruitment plans, each institution will indicate commitment to visit at least once every year for the life of the Plan each high school in its primary service area which has a high enrollment of black students. If at the end of any year during the life of the Plan, an institution fails to meet its numerical objective for the enrollment of black students, the Council of Higher Education will review the institution's recruitment plan and advise on ways to improve it. Such ways may include all or any one of the following:

1. Visiting additional high schools with large populations of black students;

2. Re-allocating institutional funds for recruitment purposes;

3. Increasing the size of the admissions' staff;

4. Improving follow-up techniques in coordinating high school visits.

An institution will amend its plan to take into account the Council's recommendations. In the annual report to the Office for Civil Rights, the Commonwealth will advise the OCR of amendments made to the institutional recruitment plans.

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Conclusion

These amendments are not to be construed as an acknowledgment of the validity of the concerns, findings, or conclusions of OCR. These amendments shall not be interpreted so as to limit, alter, or modify the constitutional and statutory responsibilities of the Commonwealth, its respective officials, institutions, boards, and agencies. It is understood that near failure to reach a numerical goal shall not be evidence of any violation of law, or of the Plan, as amended.

In these amendments, Virginia has voluntarily utilized the Adams criteria as guidelines only, and does not acknowledge that the criteria have the force of law as to it.

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Tables and Attachments

Table 1 -- Within-State, First-Time Entrants to Undergraduate Study (Fall, 1978) at Virginia's State-Supported Institutions of Higher Education as a Proportion of Within-State, High School Graduates.

Table 2 -- Within-State First-Time Freshman and First-Time Transfer Students to Undergraduate Study (Fall 1978) at Virginia's Traditionally White, Senior State-Supported Institutions of Higher Education as a Proportion of Within-State, High school, and Two-year College Graduates.

Table 3 -- Within-State Black and White First-Time Freshman and First-Time Transfer Students to Undergraduate Study (Fall 1978) at Virginia's Traditionally White, Senior State-Supported Institutions of Higher Education as a Proportion of Within-State, High School and Two-Year College Graduates.

Table 4 -- Within-State Black First-Time Freshman and First-Time Transfer Students to Undergraduate Study (Fall 1978-85) at Virginia's Traditionally White, Senior State-Supported Institutions of Higher Education.

Table 5 -- Within-State Black First-Time Freshman Students to Undergraduate Study (Fall, 1978-1985) at Virginia's Two-Year State-Supported Colleges.

Table 6 -- Within-State White First-Time Freshman and Transfer Students to Undergraduate Programs at the Traditionally Black State-Supported Institutions of Higher Education.

Table 7 -- Within-State White First-Time Freshman and First-Time Transfer Students to Undergraduate Study (Fall, 1978-1985) at Virginia's Traditionally Black, Senior State-Supported Institutions of Higher Education.

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Within-State, First-Time Freshman Entrants to Undergraduate Study (Fall, 1978) at Virginia's State-Supported Institutions of Higher Education as a Proportion of Within-State, High School Graduates

	Virginia High School Graduates in Spring and Summer, 1978	Within-State First-Time Entrants in Fall, 1978			Entrance Rates For Fall, 1978		
	High School	Two-Year	Four-Year	Total	Two-Year	Four-Year	Total
Black	13,668	1,770	2,522	4,292	12.9	18.5	31.4
White	51,774	8,816	11,933	20,749	17.0	23.1	40.1
Other	915	145	223	368	15.8	24.4	40.2
Total	66,357	10,731	14,678	25,409	16.2	22.1	38.3

Actual Black Freshman Entrants to Undergraduate Study in Fall 1978	Total No. of Black First-Time Freshman Students Needed to Achieve Parity	No. of Addit'l Black First-Time Freshman Students Needed to Reach Parity	Provisional Objective for Freshman Entrants to Undergraduate Study	% Increase Over 1978 Black Entrants
4,292	5,477	1,185	5,477	27.6

Notes: (1) Two-Year and Four-Year Public Colleges and Universities

$$\frac{x}{13,668} = \frac{20,749}{51,774}$$

$51,774 \times = 283,597,332$

$x = 5,477$

5,477 (No. of black freshmen needed for parity) - 4,292 (actual black freshman enrollment) = 1,185 (the additional black students needed for parity).

(2) Two-Year Public Colleges

$$\frac{x}{13,668} = \frac{8,816}{51,774}$$

$51,774 \times = 120,497,088$

$x = 2,327$

2,327 (No. of black freshmen needed for parity) - 1,770 (actual black freshman enrollment) = 557 (the additional black freshmen needed for parity).

Data Source: OCR40000 B1 and Final Secondary and School Report 1977-78.

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Table 2

Within-State First-Time Freshman and
First-Time Transfer Students to Undergraduate Study (Fall 1978)
at Virginia's Traditionally White, Senior State Supported Institutions of Higher Education
as a Proportion of Within-State, High School, and Two-year College Graduates

	Two-Year State-Supported College and High School Graduates in Spring and Summer 1978	Within-State First-Time Freshman and First-Time Transfer Enrollees in Fall 1978	Entrance Rates for Fall 1978
Black	14,284	1,092	7.6
White	56,876	16,510	29.0
Other	1,022	315	30.8
Total	72,182	17,917	24.8

Actual Black Freshman Entrants and Transfers to Undergraduate Study in Fall, 1978	Total No. of Black First-Time Freshman & Transfer Students Needed to Achieve Parity	Actual Disparity in in 1978	Provisional Objectives for Freshman & Transfer Entrants to Undergraduate Study	No. of Addit'l Black First-Time Freshman & Transfer Students Needed to Increase Current Enrollment by 150%	% of Increase Over 1978 Black Entrants
1,092	4,146	3,054	2,730	1,638	150.0

Notes: (1) $\frac{x}{14,284} = \frac{16,510}{56,876}$

$56,876\,x = 235,828,840$

$x = 4,146$ (no. of black first-time freshman & transfer students needed for parity)

(2) 4,146 (no. of black first-time freshman & transfer students needed for parity) - 1,092 (actual 1978 black enrollment) = 3,054 (disparity)

(3) 150% increase over current enrollment (2.5 x 1,092 = 2,730)

(4) 2,730 - 1,092 (actual enrollment) = 1,638 (additional black students needed).

(5) The two-year college graduates included those students who finished a degree program (AA, AS, AAS).

Data Source: CR4000 B1, Final Annual Secondary School Report 1977-78

Table 3

Within-State Black and White First-Time Freshman and First-Time Transfer Students to Undergraduate Study (Fall 1978) at Virginia's Traditionally White, Senior State-Supported Institutions of Higher Education as a Proportion of Within-State, High School and Two-Year College Graduates

	Actual Black Freshman Entrants and Transfer Undergraduate Study in Fall 1978	Total No. of Black First-Time Freshman & Transfer Students Needed to Achieve Parity	Actual Disparity in Fall 1978	No. of Additional Black First-Time Freshman & Transfer Students Needed to Reach Enrollment Objectives	Provisional Objectives for Freshman and Transfer Entrants to Undergraduate Study
CNC	62	155	93	47	109
CVC	6	48	42	22	28
GMU	60	540	480	240	300
JMU	69	397	328	164	233
LC	18	175	157	79	97
MWC	8	126	118	64	72
ODU	167	399	232	116	283
RU	39	321	282	142	181
UVa	105	446	341	171	276
VCU	404	409	5	104	508
VMI	8	49	41	21	29
VPI&SU	110	885	775	387	497
W&M	28	188	160	81	109
Total	1,092	4,146	3,054	1,638	2,730

Notes: (1) The method used in Table 5 was applied to the two-year state-supported college and high school graduates and the first-time freshman and first-time transfer students at the traditionally white, senior state-supported institutions of higher education in Fall, 1978.

(2) The data source was the OCR 4000 B_1.

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Table 4
Within-State Black First-Time Freshman and First-Time Transfer Students to Undergraduate Study (Fall 1978-85*) at Virginia's Traditionally White, Senior State-Supported Institutions of Higher Education

	1978	1979	1980	1981	1982**	1983	1984	1985
CNC	62	88	96	106	156	156	156	156
CVC	6	6	8	8	2	8	15	20
GMU	68	62	80	90	57	118	203	300
JMU	69	38	77	41	96	129	175	225
LC	18	33	18	27	39	52	70	90
MWC	8	14	28	18	20	32	48	65
ODU	167	224	193	206	184	207	239	276
RU	39	44	51	55	34	69	118	174
UVA	105	139	142	163	113	152	207	269
VCU	404	556	558	517	541	541	541	541
VMI	8	6	11	7	14	16	19	22
VPI	110	168	172	189	183	260	368	490
W&M	28	29	21	21	28	47	73	102
TOTAL	1,092	1,407	1,455	1,448	1,467	1,787	2,232	2,730

* Actual enrollment is displayed for 1978 and projected enrollment is displayed for 1983-85.

** Preliminary enrollment is displayed for 1982.

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Table 5
Within-State Black First-Time Freshman
Students to Undergraduate Study (Fall, 1978-1985*) at Virginia's
Two-Year State-Supported Colleges

Name of College	1978	1979	1980	1981	1982**	1983	1984	1985
Blue Ridge	15	14	14	13	12	14	15	16
Central Virginia	42	50	19	23	12	14	15	16
Dabney S. Lancaster	3	3	0	1	5	6	6	7
Danville	43	41	45	42	38	43	47	50
Eastern Shore	5	3	31	1	4	5	5	5
Germanna	17	32	26	36	18	20	22	24
J. Sargeant Reynolds	250	337	258	251	313	353	384	415
John Tyler	22	54	30	35	167	188	205	222
Lord Fairfax	15	18	26	12	10	11	12	13
Mountain Empire	3	4	3	3	6	7	7	8
New River	23	38	31	34	17	19	21	23
Northern Virginia	29	57	49	48	72	81	88	96
Patrick Henry	31	61	58	43	33	37	40	44
Paul D. Camp	139	83	53	97	94	106	115	125
Piedmont Virginia	29	30	9	75	27	30	33	36
Rappahannock	62	73	77	62	53	60	65	70
Southside Virginia	86	109	100	79	84	95	103	111
Southwest Virginia	14	11	7	5	12	14	15	16
Thomas Nelson	296	310	283	297	315	355	386	417
Tidewater	556	495	342	314	329	371	404	437
Virginia Highlands	2	5	7	2	7	8	9	9
Virginia Western	39	44	82	69	57	64	70	76
Wytheville	9	6	14	19	1	1	1	1
Total-VCCS	1,730	1,878	1,564	1,561	1,686	1,902	2,068	2,237
Richard Bland	40	45	62	66	56	65	77	90
Total-Two-Year	1,770	1,923	1,626	1,627	1,742	1,967	2,145	2,327

*Actual enrollment is displayed for 1978-1981 and projected enrollment is displayed for 1983-1985.
**Preliminary enrollment is displayed for 1982.

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Table 6
Within-State White First-Time Freshman
and Transfer Students to Undergraduate Programs
at the Traditionally Black State-Supported
Institutions of Higher Education

	White Freshman and Transfer Entrants to Undergraduate Study in Fall 1978 and 1981		No. of Additional White Students First-Time Freshman and Transfer Students Needed to Increase the Current White Enrollment at the TBI's as a whole to 15.5% of the Total Freshman and Transfer Enrollment	Provisional Objectives for White First-Time Freshman and Transfer Entrants to Undergraduate Study
	Fall 1978	Fall 1981		
NSU	65	92	44	136
VSU	19	147	26	173
Total	84	239	70	309

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Table 7
Within-State White First-Time Freshman and First-Time Transfer Students to Undergraduate Study (Fall, 1978-1985*) at Virginia's Traditionally Black, Senior State-Supported Institutions of Higher Education

	1978	1979	1980	1981	1982**	1983	1984	1985
Norfolk State University	65	42	61	92	124	128	132	136
Virginia State University	19	92	51	147	87	109	140	173
Total	84	134	112	239	211	237	272	309

*Actual enrollment is displayed for 1978-1981 and projected enrollment is displayed for 1983-1985.

**Preliminary Enrollment is displayed for 1982.

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Attachement A

COMMONWEALTH of VIRGINIA

Office of the Governor

Richmond 23219

John T. Casteen, III
Secretary of Education

MEMORANDUM

December 22, 1982

TO: Rectors and Presidents of Virginia's State-Supported Four-Year Colleges and Universities
Chairman, State Board for Community Colleges
Chancellor, Virginia Community College System
Chairman and Director, Council of Higher Education

FROM: John T. Casteen, III

The Governor's Guidance Memorandum for 1984-86 (Virginia: A Future Worthy of Her Past) sets out the administration's general priorities for the upcoming biennium. I write now to begin carrying forward the Governor's priorities by describing how we will set 1984-86 budget targets for our state-supported colleges and universities.

Responding to the Governor's determination that we will give priority to reducing higher education's dependence on enrollment-driven guidelines, we will allocate the funds available for educational and generalizations in the following way:

1. Ninety percent of the funds available will be allocated using the funding guidelines for higher education, commonly known as Appendix M to the Budget Manual;

2. The remaining ten percent of the available funds will be allocated on the basis of reasoned and objective assessments of how adequately and specifically each program proposal addresses the attached list of priorities, which derive from the Governor's Guidance Memorandum and from his public statements about educational priorities in the Commonwealth.

The staff of the Council of Higher Education estimates that the guidelines for 1984-86 are some 60 to 65 percent dependent on enrollment, with the remainder dependent on incremental increases

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based on unit costs, square footage of physical plant, and salary increases. I applaud you for making this so. While one cannot now calculate precisely the effect of the Governor's instruction on this dependency, I judge that the target method described above predicts that targets for 1984-86 are about 50 percent enrollment driven.

Hoping to minimize confusion and to distribute vital information as widely as possible, I am asking Gordon Davies to schedule a session in conjunction with the Association of Virginia Colleges meeting. This session will include a discussion of targets and the 1984-86 budget generally. In the meantime, I will work with Gordon to plan the targets so that your staffs can begin working on program proposals in good time.

I owe thanks to those of you who contributed to the attached list of specific priorities. I expect to use this list in setting targets.

Enclosure

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PRIORITIES FOR SETTING TARGETS, 1984-86
Office of the Secretary of Education

Preface

In preparing presentations for the 1984-86 Executive Budget, Virginia's state-supported colleges and universities will make major contributions toward meeting the Commonwealth's largest goals. These goals include assisting our citizens to develop their capacities to the fullest possible extent, advancing in both private and public areas of employment.

Each goal assumes the Commonwealth's commitment to maintaining and improving the quality of our state-supported colleges and universities, while simultaneously sustaining the high level of access to higher education that Virginia has achieved in the past decade.

Priorities

1. Recognizing that the educational needs of Virginia's citizens in the next decade will become increasingly complex, the Commonwealth will

improve the quality of her colleges and universities by supporting innovations to promote soundly managed programs that enhance the ability of our state-supported colleges and universities to serve Virginia in teaching, research, and public service for the remaining years of the century, and beyond.

2. Because excellent faculties are essential to excellent colleges and universities, the Commonwealth will

endeavor to provide average faculty salaries that enable each state-supported college and university to recruit and retain the best qualified available faculty members; and encourage correction of demonstrated salary inequities.

3. Because state-supported higher education has entered a period when non-state funds will be essential to maintaining or achieving quality, the Commonwealth will

support institutional development activities; and endeavor to fund the Eminent Scholars Program at 100% of the Council of Higher Education's estimate of income likely to be dedicated to the Program from endowments.

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4. Because further development of Virginia's industrial potential depends on the availability of a well-educated and highly trained workforce, the Commonwealth will

endeavor to guarantee access to higher education to all who want and can benefit from it.

5. Because the existing commitment to equal educational opportunity for all persons, regardless of race, creed, sex, or physical handicap, is essential to Virginia's future, the Commonwealth will

support colleges and universities in their efforts to expand educational opportunity for the entire population in ways consistent with this commitment.

6. Because simple financial need must not prevent her citizens from pursuing higher education, Virginia will

endeavor to provide adequate funds for student financial assistance.

7. Because sponsored research is equally essential to the continued good health of existing research faculties and to the development of new research capabilities in the state-supported colleges and universities, Virginia will

support proposals aimed specifically at increasing the amount of sponsored research done by Virginia college and university faculties.

8. Because computer and communications technologies can support increased efficiency and effectiveness in certain educational applications, Virginia will

sponsor development of state-wide systems for electronic transmission of higher education courses and programs.

9. Because the rapid pace of change in major centers of population creates special challenges for higher education, Virginia will

endeavor to meet demonstrated needs for new higher education courses and programs that support industrial development or redevelopment, particularly in the established urban and industrial regions.

10. Because the links that connect elementary and secondary education to higher education (vocational or occupational and

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academic or professional) matter vitally in defining the characters of education in the state, Virginia will

promote improvements in teacher education programs; and support programs that bring together college and public school faculties in sundry disciplines in activities that enhance elementary and secondary education.

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Attachment B

Guidelines for Institutional Student Recruitment and Retention Plans

The Council of Higher Education staff will work with officials of the Virginia Community College System and the state-supported institutions to prepare student recruitment plans. The plans will be submitted to the Office for Civil Rights thirty days following OCR's acceptance of the amendments. During January, 1983, the Council will host a meeting of admissions personnel, financial aid officers, affirmative action representatives, and institutional counselors to discuss the preparation of the institutional plans. Representatives of the Office for Civil Rights will be included in this meeting.

Each state-supported institution of higher education will develop specific, strengthened measures to recruit and retain black students at the undergraduate, graduate, and first-professional levels. The plans will incorporate the findings and recommendations made in the five studies completed by the Council of Higher Education in 1979 and 1980 under the 1978 Plan. The studies are the following:

1. "A Comparison of the Retention and Completion Rates of Black and White Freshmen Who Enrolled at Virginia's State-Supported Institutions of Higher Education in Fall, 1975";

2. "A Study of Baccalaureate Graduates by Race in Virginia and Their Entry Into Graduate and First-Professional Programs";

3. "Virginia's College Bound Black Seniors, 1980";

4. "A Study to Identify Non-Academic Factors Which May Positively Influence the Recruitment and Retention of 'Other Race' Students at Virginia's State-Supported Institutions of Higher Education"; and

5. "A Study of the Continuing Education Needs of Virginia's Citizens: With a Special Emphasis on the Needs of Blacks."

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The plan of each institution will include the following elements:

Introduction

Commitment to Programs Contained in the Amendments

Undergraduate Numerical Objectives

Recruitment Goals and Strategies for Entering "Other-Race" Students

Admissions Policies and Practices for Entering "Other-Race" Students

Financial Aid Opportunities Available for Entering "Other-Race" Students

Retention Activities

Support Programs Available to Entering "Other-Race" Students

Graduate Numerical Objectives

Graduate Recruitment Activities

Internal Review and Reporting Systems

The effectiveness of each activity toward meeting the objective will be measured by the institution on an annual basis. As a part of each TWI's recruitment effort, the institution will have a brochure specifically aimed at black students. The brochure will contain a card or a form which may be used to obtain an application for admission as well as detailed admissions and financial aid information. The institution, upon receiving a card or form, will send all of the information indicated above. In addition, the institution will send a follow-up letter to each student who does not return a completed application form. The letter will encourage the individual to complete and return the form.

The Council will review the recruitment plans prior to their submission to OCR. In addition, the Council will monitor their implementation, and assess, on an annual basis, the progress made by each institution toward meeting its commitments. If deemed necessary, the Council staff will suggest changes. A status report on the plan for each institution will be submitted to OCR as part of the Annual Report submitted in August of each year.

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